

Message Text

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PAGE 01 ROME 03841 01 OF 03 011832Z
ACTION IO-14

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E.O. 11652: N/A
TAGS: WFC, AORG
SUBJECT FOURTH SESSIO WORLD FOOD COUNCIL PREPCOM, MEXICO CITY,
5-7 JUNE 1978

1. MISSION HAS RECEIVED, ON A CONFIDENTIAL BASIS, A DRAFT OF
SECRETARIAT PAPER FOR ITEM 5 PROVISIONAL AGENDA FOR WORLD FOOD
COUNCIL (WFC) IN MEXICO. AS PAPER IS TOO LONG FOR TELEGRAPHIC
COMMUNICATION, THE PAPER WILL BE POUCHED. THE FOLLOWING ARE THE
ACTION SECTIONS OF THE PAPER WHICH WILL BE USEFUL IN THE MEETINGS
WITH WALTERS OF THE SECRETARIAT NEXT WEEK.

2. BEGIN QUOTES:

ACTION PROPOSED FOR MINISTERIAL CONSIDERATION (TO INCREASE FOOD
PRODUCTION)

17. IT HAS BECOME INCREASNGLY EVIDENT SINCE THE WORLD FOOD
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PAGE 02 ROME 03841 01 OF 03 011832Z

CONFERENCE THAT THE MOBILIZATION OF ADDITIONAL RESOURCES FOR FOOD
PRODUCTION AND NUTRITION IMPROVEMENT IN THE COUNTRIES MOST IN
NEED OF SUCH IMPROVEMENT WILL REQUIRE A SEARCH FOR SPECIFIC
SOLUTIONS AT THE LEVEL OF INDIVIDUAL COUNTRIES. IT IS ONLY
AT THAT LEVEL THAT THE ISSUE OF RESOURCE AVAILABILITY, BOTH
INTERNAL AND EXTERNAL, AND THE NEED FOR CONCESSIONALITY, CAN
SERIOUSLY BE ADDRESSED. IT IS ALSO EVIDENT THAT INTERNAL

AND EXTERNAL POLICY ISSUES ARE AS IMPORTANT OR MORE IMPORTANT THAN TECHNICAL IN INFLUENCING RESOURCE ALLOCATIONS TO FOOD AND IMPROVED HUMAN NUTRITION. A WAY MUST BE FOUND TO RECONCILE THESE ISSUES SO THAT COMPROMISES FOR FOOD CAN BE REACHED ON ALL SIDES OF WHAT IS, IN THE END, A THREE-WAY AGREEMENT AMONG THE COUNTRY, THE AGENCIES AND DONOR COUNTRIES TO PROCEED AT A FASTER PACE. IT IS ALSO EVIDENT THAT HOW THIS CAN BEST BE DONE IS NOT FULLY UNDERSTOOD.

18. WHAT IS NEEDED THEREFORE IS A COMMITMENT AMONG ALL PARTIES TO UNDERTAKE TO DETERMINE HOW THEY CAN REACH AN AGREEMENT ON HOW FOOD PRODUCTIO AND NUTRITION CAN BE INCREASED IN A SPECIFIC COUNTRY. SUCH A COMMITMENT CAN ONLY BE BASED ON ASSURANCES THAT ALL PARTIES ARE SERIOUS AND FULLY COMMITTED FIRST OF ALL TO THE DETERMINATION AND SECOND OF ALL TO PUTTING THE RESULTS INTO ACTION BY RESOURCE AND POLICY COMMITMENTS.

19. ALTHOUGH THE CGFPI HAS BEEN ABANDONED AS A FORUM FOR ACHIEVING THE OBJECTIVES FOR WHICH IT WAS CREATED, IT IS ESSENTIAL THAT THESE OBJECTIVES BE PURSUED THROUGH OTHER MEANS. THIS IS ESPECIALLY TRUE OF INITIAL EFFORTS TO DEVELOP FOOD AND NUTRITION PLANS OR STRATEGIES. THESE PLANS AND OTHER RELATED MATERIALS AVAILABLE TO THE COUNTRIES AND TO THE INTERNATIONAL AGENCIES SHOULD BE USED AS A BASIS FOR A MAJOR EFFORT TO WORK FROM THOSE BEGINNINGS TO CREATE OPERATIONALLY LIMITED OFFICIAL USE

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PAGE 03 ROME 03841 01 OF 03 011832Z

RELEVANT PRORAMS AND PROJECTS IN THE AREA OF FOOD PRODUCTION AND NUTRITION WHICH ARE CONSISTENT WITH THE OBJECTIVES OF THE COUNCIL.

20. IN THE VIEW OF THE THREE AGENCIES WHICH FORMERLY SUPPORTED THE CGFPI, THE AGENCIES HAVE THE CAPACITY TO CONTINUE WORK ON THESE FOOD AND NUTRITION PLANS. HOWEVER, THE STILL FORMATIVE NATIONS OF THE PLANS AND THE FACT THAT WHEN PRESENTED TO THE CGFPI THEY DID NOT RESULT IN IMMEDIATE ACTION OF AN INVESTMENT OR OTHER OPERATIONAL NATURE INDICATES THEY LACKED TECHNICAL COMPLETENESS AND THE CAPACITY TO PRODUCE MATERIALLY CONSTRUCTIVE COMMITMENTS TO PERFECT OR SUPPORT THEM THROUGH POLICY COMMITMENTS.

21. IT IS IMPERATIVE THAT THIS EFFORT BE PURSUED ON AN URGENT BASIS IN VIEW OF THE CRITICAL DEADLOCK THAT PERSIST TO THE MOBILIZATION OF ADDITIONAL RESOURCES FOR FOOD AND NUTRITION. TO DO SO WILL REQUIRE AN AGREEMENT AMONG A SELECTED NUMBER OF DEVELOPING AND DEVELOPED DONOR COUNTRIES WITH THE FULL PARTICIPATION OF THE AGENCIES. THE FIRST OBJECTIVE SHOULD BE TO ESTABLISH A GROUP DIRECTED BY THE COUNTRY BUT ASSISTED BY DONOR COUNTRIES OR AGENCIES TO DETERMINE FROM ANY OF THE

VARIOUS PROPOSALS PUT FORWARD BY THE DEVELOPING COUNTRY THAN WHICH SHOW PROMISE OF EARLY IMPLEMENTATION. THIS SHOULD BE FOLLOWED BY AN IMMEDIATE COMMITMENT OF MANPOWER AND RESOURCES FOR FROM SIX MONTHS TO A YEAR TO DEVELOP THESE PROPOSALS TO AN OPERATIONAL STAGE WHERE FUNDING AND POLICY AND PROGRAM COMMITMENTS CAN BE SECOND. THE RESULTING PROJECTS AND PROGRAMS SHOULD THEN BE SUBMITTED TO EXISTING CONSORTIA OR SIMILAR ARRANGEMENTS TO ENSURE COMPLEMENTARITY OF AN EXPANDED FOOD PROGRAM WITH OTHER DEVELOPMENT PROGRAMS OF THE COUNTRY. SHOULD SUCH ARRANGEMENTS FAIL TO SECURE THE NEEDED FINANCIAL, TECHNICAL OR POLICY SUPPORT, THE PARTICIPATING COUNTRIES AND AGENCIES SHOULD COMMIT THEMSELVES TO ACTIVELY SEEK THE NEEDED SUPPORT AND, IF APPROPRIATE, APPEAL TO THE WORLD FOOD COUNCIL TO MAKE A SPECIAL EFFORT TO SECURE THE ADDITIONAL LIMITED OFFICIAL USE

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PAGE 04 ROME 03841 01 OF 03 011832Z

RESOURCES REQUIRED, ENSURING THAT THESE RESOURCES ARE NOT DRAWN AWAY FROM OTHER NECESSARY DEVELOPMENT PROGRAMS IN THE COUNTRY CONCERNED OR IN OTHER COUNTRIES.

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PAGE 01 ROME 03841 02 OF 03 011849Z
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LIMITED OFFICIAL USE SECTION 2 OF 3 ROME 3841

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22. THE SECOND OBJECTIVE OF THE GROUP SHOULD BE TO DETERMINE WHAT ADDITIONAL TECHNICAL OR POLICY CONSULTATIONS ARE NEEDED TO DEVELOP OTHER PROJECTS AND PROGRAMS TO A STAGE WHERE THE SAME JOINT EFFORT CAN BE UNDERTAKEN.

23. THE THIRD OBJECTIVE SHOULD BE TO BUILD ON THE LESSONS LEARNED IN THE FIRST GROUP OF COUNTRIES SO THAT THESE TECHNIQUES AND PROCEDURES CAN BE EXPANDED TO ADDITIONAL FOOD PRIORITY COUNTRIES AT THE EARLIEST FEASIBLE TIME.

24. SUCH AN APPROACH WILL BE THE FIRST POSITIVE STEP TOWARD DEVELOPING A MEANS WHEREBY THE COUNTRIES AND AGENCIES CAN BEGIN TO SYSTEMATICALLY DEVELOP THE CAPACITY TO ATTAIN IN A PRACTICAL AND FEASIBLE WAY THE CAPACITY TO MOBILIZE ADDITIONAL RESOURCES FOR THE FOOD AND NUTRITION OBJECTIVES, WHAT THEY ALL AGREED TO AT THE TIME OF THE WORLD FOOD CONFERENCE. IT WILL ALSO SEEK THE RESPONSIBILITY WHERE IT MUST LIE--- AND DIRECTED BY THE DEVELOPING COUNTRY, LIMITED OFFICIAL USE

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PAGE 02 ROME 03841 02 OF 03 011849Z

TECHNICAL AND FINANCIAL SUPPORT BY THE INTERNATIONAL AGENCIES AND...SUPPORT AND COMMITMENT TO POLICY ADJUSTMENT BY THE COUNTRIES...DEVELOPMENT ASSISTANCE.

PROPOSED ACTION FOR MINISTERIAL CONSIDERATION (ON FOOD SECURITY)

31. IF NEGOTIATIONS UNDER UNCTAD IN GENEVA FEB. 13-MARCH 23 DO NOT REACH AGREEMENT OF A SATISFACTORY RESERVE, THE COMPOSITION OF THE COUNCIL IS SUCH THAT IT INCLUDES ALL MAJOR PARTICIPANTS IN THE NEGOTIATIONS. THE COUNCIL MEMBERS SHOULD BE ABLE TO AGREE TO GUIDELINE PROVISIONS OUTLINED IN PARAGRAPH 28 AND COMMIT THEMSELVES, THEIR BUREAU AND THEIR SECRETARIAL TO WORK ACTIVELY TO ACHIEVE A RESERVE CONTAINING THESE PROVISIONS THROUGH CONSULTATION WITH GOVERNMENTS AND AT SUBSEQUENT NEGOTIATING SESSIONS.

PROPOSED ACTION FOR MINISTERIAL CONSIDERATION (EMERGENCY RESERVES)

35. IN VIEW OF THE FACT THAT (A) THE MOST LIKELY RESERVE ARRANGEMENT TO EMERGE FROM PRESENT NEGOTIATIONS WILL NOT PROVIDE GRAIN FOR EMERGENCY PURPOSE OF THIS LIMITED MAGNITUDE; (B) WHAT THE NEEDS FOR EMERGENCY FOOD ASSISTANCE ARE ESTIMATED BY WFP TO REACH OR EXCEED THE 500,000 LEVEL IN MOST YEARS; AND (C) IN VIEW OF THE CONTINUING NEED FOR AN ADEQUATE AND RESPONSIVE EMERGING FOOD ASSISTANCE THROUGH THE WFP, THE 500,000 EMERGENCY RESERVE SHOULD BE ESTABLISHED ON A CONTINUING, RENEWABLE BASIS.

36. THE AD HOC ARRANGEMENTS GOVERNING THE OPERATION OF THE EMERGENCY RESERVE HAVE SERVED REASONABLY WELL THUS FAR.

HOWEVER, AS THE SIZE OF THE RESERVE HAS INCREASED AND AS WFP HAS GAINED GREATER EXPERIENCE WITH CALLING ON THE RESERVE, PROBLEMS HAVE ARISEN BOTH WITH RESPECT TO THE ORIGIN OF LIMITED OFFICIAL USE

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PAGE 03 ROME 03841 02 OF 03 011849Z

CONTRIBUTION TO IT AND THE SPEED AND FLEXIBILITY WITH WHICH WFP IS ABLE TO DRAW ON THE RESERVES. THE RESERVE NEEDS TO BE IMPROVED BY:

(A) ENSURING THAT CONTRIBUTIONS TO IT ARE CLEARLY SEPARATED FROM AND DO NOT REDUCE OTHER COMMITMENTS, SUCH AS TO THE FOOD AID CONVENTION OR THE OTHER WFP PRORAMS;

(B) THAT A CLEAR UNDERSTANDING IS NEEDED BETWEEN THE DONOR COUNTRY AND THE WFP ON THE PROPORTION OF ANY YEAR'S CONTRIBUTION WFP IS ABLE TO CALL ON PROMPTLY;

(C) THAT PROVISION IS MADE TO COVER THE COST OF SHIPMENT OF GRAIN IN THE EMERGENCY RESERVE, SO THAT WFP'S REGULAR FUNDS ARE NOT REDUCED BY ACTIVITIES INVOLVED IN UTILIZING THE RESERVE.

PROPOED ACTION FOR MINISTERIAL CONSIDERATION (FOOD AID)

39. THE NEGOTIATION OF A NEW FOOD AID CONVENTION AS PART OF A NEW AGREEMENT TO REPLACE THE 1971 WHEAT AGREEMENT PROVIDES THE COUNCIL WITH AN OPPORTUNITY TO ACHIEVE BOTH THE 10 MILLION TONS WITHIN THE AGREEMENT. TABLE 4 SUGGESTS A FORMULA FOR CONTRIBUTIONS TO A NEW FOOD AID CONVENTION WHICH WOULD ACHIEVE THIS OBJECTIVE.

40. THE FORMULA PROPOSED RESTS ON THE FOLLOWING ASSUMPTIONS:

(A) THAT THE TWO MAJOR INDIVIDUAL COUNTRY SUPPLIERS OF FOOD AID, THE USA AND CANADA, WOULD BE WILLING TO COMMENT OBLIGATINS TO FAC WHICH ARE SUBSTANTIALLY LARGER THAN THEIR 1971 COMMITMENTS, BUT WITHIN THE RANGE OF QUANTITIES THEY PRESENTLY SUPPLY; (B) THAT THE OTHER MAJOR DEVELOPED COUNTRY OR GROUP SUPPLIER OF FOOD AID--JAPAN, AUSTRALIA AND THE EEC--WOULD, IN VIEW OF THE MAJOR INCREASED COMMITMENTS OF THE USA AND CANADA, BE PREPARED TO RAISE THEIR FAC COMMITMENTS BY MODEST BUT NEVERTHELESS SUBSTANTIAL AMOUNTS ABOVE THE LEVEL OF FOOD AID THEY PRESENTLY SUPPLY; (C) THAT OTHER TRADITIONAL SUPPLIERS OF FOOD AID--ARGENTINA, FINLAND, NORWAY, SWEDEN AND SWITZERLAND--WOULD, IN VIV OF THE INCREASED COMMITMENTS OF OTHER COUNTRIES, BE PREPARED TO MATCH OR INCREASE SLIGHTLY THEIR PRESENT LEVEL

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PAGE 04 ROME 03841 02 OF 03 011849Z

OF FOOD AID; AND (D) THAT NEW DONORS, POSSIBLY OPEC, SOME SOCIALIST COUNTRIES AND OTHERS WOULD, IN VIEW OF THE ABOVE EFFORTS, BE PREPARED TO JOIN IN A NEW FAC.

41. A NEW FOOD AID CONVENTION IS THE MOST DIRECT AND CERTAIN MEANS OF ENSURING 10 MILLION TONS OF FOOD AID AS WELL AS ITS CONTINUITY, BOTH MAJOR OBJECTIVES OF THE WORLD FOOD CONFERENCE. EFFORTS TO DEVELOP INDIVIDUAL OR GROUP COMMITMENTS TO THE 10 MILLION TON TARGET HAVE PROVED UNSUCCESSFUL BECAUSE FOOD AID IS BY TRADITIONAL SUPPLIERS AS ONLY ONE FORM OF DEVELOPMENT ASSISTANCE, THE COSTS OF WHICH SHOULD BE SHARED IN AN EQUITABLE WAY. FOR THIS REASON THERE IS A RELUCTANCE TO MAKE UNILATERAL COMMITMENTS IN THE BELIEF THAT SUCH COMMITMENTS WOULD NOT ENCOURAGE OTHERS TO PARTICIPATE. THE CURRENT VALUE OF A 10 MILLION TON FOOD AID WOULD, IN TERMS OF INITIAL COSTS TO SUPPLIERS, AMOUNT TO BETWEEN DOLLARS 1.25 AND 1.5 BILLION ANNUALLY, EXCEEDING THE TOTAL COMMITMENTS OF IFAD FOR THE FIRST THREE YEARS OF ITS EXISTENCE, AND ROUGHLY ONE THIRD TO ONE QUARTER OF THE VALUE OF OFFICIAL DEVELOPMENT ASSISTANCE FOR INCREASING FOOD PRODUCTION. IF SHIPPING COSTS ARE INCLUDED THE VALUE WOULD BE SUBSTANTIALLY HIGHER. VIEWED IN THIS LIGHT, A FOOD AID CONVENTION OF THIS MAGNITUDE WOULD BE A POWERFUL DEVELOPMENT TOOL, DESERVING THE STRONG SUPPORT OF TRADITIONAL AND POTENTIAL NEW DONORS.

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PAGE 01 ROME 03841 03 OF 03 011848Z
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42. WITH ASSURED FOOD AID FLOWS OF THIS MAGNITUDE, IT IS IMPERATIVE THAT THE COUNCIL ENCOURAGE THE CFA TO EXERT A MUCH GREATER EFFORT TO DEVELOP AN IMPROVED POLICY FRAMEWORK FOR FOOD AID. AT ITS...SESSION IN APRIL 1978 THE CFA CONSIDERED ELEMENTS OF SUCH A FRAMEWORK, INCLUDING IMPROVED METHODS OF DETERMINING COUNTRY NEEDS FOR FOOD AID AND AN ANALYSIS OF THE EFFECTS OF FOOD AID. THE THE ABSENCE OF AN ASSURED SUPPLY OF FOOD AID AND GIVEN THE CFA'S STILL HEAVY CONCERN WITH THE PROJECT DETAILS OF THE WFP, THE CFA HAS NOT BEEN ABLE TO CONSIDER TO THE DEGREE AND IN THE DEPTH NEEDED A POLICY FRAMEWORK FOR FOOD AID WHICH WOULD PERMIT MORE FOOD AID AND MORE EFFECTIVE USE OF IT AS: (A) A MEANS TO IMPROVE HUMAN NUTRITION; (B) A MORE EFFECTIVE TOOL TO FURTHER DEVELOPMENT PROGRAMS AND PROJECTS TO GENERATE EMPLOYMENT AND INCOME; (C) AN EXPANDED USE OF FOOD AID TO STIMULATE AND SUPPORT LOCAL FOOD SECURITY EFFORTS; AND (D) AS A COMPONENT OF FOOD PRODUCTION PROGRAMS OR PROGRAMS TO CONSERVE OR EXPAND THE FOOD PRODUCTION CAPACITY OF DEVELOPING COUNTRIES.

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PAGE 02 ROME 03841 03 OF 03 011848Z

PROPOSED ACTIONS FOR MINISTERIAL CONSIDERATION (CONCERNING NUTRITION)

44. THIS REPORT FROM THE SCN PROVIDES THE BASIS FOR TWO TYPES OF COUNCIL DECISIONS. FIRST, MORE PRECISE RECOMMENDATIONS BY THE COUNCIL TO GOVERNMENTS ON STEPS THEY CAN TAKE TO STIMULATE NUTRITION IMPROVEMENT. SECOND, DECISIONS TO SUPPORT AN ENHANCED COUNTRY-AGENCY EFFORT IN THE NUTRITION FIELD. THE COUNCIL WILL HAVE THE OPPORTUNITY TO CONSIDER:

(A) AGENCY PROPOSALS FOR AN ACCELERATED COMBINATION OF NUTRITION PROJECTS AND PROGRAMS IN A SELECTED NUMBER OF DEVELOPING COUNTRIES IN WHICH SUBSTANTIAL PREPARATORY EFFORT IS UNDERWAY AND WHERE GOVERNMENT COMMITMENTS AND CAPACITY TO PROCEED HAVE BEEN ACHIEVED;

(B) MEASURES TO ASSIST COUNTRIES TO INTRODUCING NUTRITION OBJECTIVES INTO THEIR DEVELOPMENT PLANS AND PROJECTS, AND TO DETERMINE MORE EFFECTIVELY THE EXTENT OF MALNUTRITION IN THEIR COUNTRIES;

(C) PROPOSALS BY THE AGENCIES AND THE SCN TO EXTEND THEIR EFFORTS TO DETERMINE HOW NUTRITION INTERVENTIONS CAN BE MORE EXTENSIVELY EMPLOYED TO REDUCE MALNUTRITION; AND

(D) SPECIFIC PROGRAMS TO ELIMINATE MICRO-NUTRIENT DEFICIENCIES.

PROPOSED ACTION FOR MINISTERIAL CONSIDERATION (CONCERNING TRADE)

48. THE SECRETARIAT REPORT WILL RELATE THE ADVERSE EFFECTS OF PROTECTIONIST DECISIONS TO THE STAGNATION IN DEVELOPMENT ASSISTANCE SINCE 1975 AND SUGGEST TO THE COUNCIL MEASURES

IT MAY WISH TO CONSIDER TO STIMULATE A MORE ACTIVE CONSIDERATION OF WAYS AND MEANS TO DEVELOP AGREEMENTS BETWEEN DEVELOPED AND DEVELOPING COUNTRIES TO ADDRESS SIMULTANEOUSLY THE ISSUES OF INTERNAL ECONOMIC AND AGRICULTURAL STRUCTURAL CHANGE AND LIMITED OFFICIAL USE

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PAGE 03 ROME 03841 03 OF 03 011848Z

THE SOLUTION OF FOOD TRADE PROBLEMS OF THE DEVELOPING COUNTRIES.

AGRICULTURAL INPUTS

49. THE COUNCIL WILL HAVE BEFORE IT A REPORT BY IFPRI WHICH WILL QUANTIFY THE QUANTITIES AND COSTS OF A PACKAGE OF INPUTS NECESSARY TO ACHIEVE THE FOOD PRODUCTION TARGETS OF THE COUNCIL IN THE FOOD PRIORITY COUNTRIES. THE REPORT WILL ALSO SUGGEST WAYS AND MEANS FOR THE DEVELOPING COUNTRIES AND THE INTERNATIONAL AGENCIES TO WORK TOGETHER TO IMPLEMENT RECOMMENDATION 4 OF THE COMMUNIQUE. END QUOTES. HOLMES

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